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ABSTRACT

This discussion paper synthesizes the individual investigations of nonformal education activities in the following four groups of programs in Ethiopia: rural/traditional, urban/modern, literacy, and miscellaneous (programs which do not fit into other classifications). The synthesis of the investigations into a country-wide study was undertaken to answer questions concerning the overall development goals in Ethiopia. Discussion focuses on the early development and present scope of literacy programs, organizations conducting literacy programs, conclusions, needed research, and general comments on the problems of illiteracy in the world, as well as in Ethiopia. (JM)

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NON-FORMAL EDUCATION IN ETHIOPIA:

LITERACY PROGRAMS

Richard O. Niehoff

and

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ABOUT THIS SERIES . . .

Through this series of reports we invite readers interested in non-formal education to react to our work and to contribute toward building a new and exciting field of inquiry and practice. These preliminary reports aim at making as explicit as possible some of the crucial issues in the theory and practice of non-formal education. While they represent considerably more than exploratory thinking, we do not think of these statements in any sense as final. Developmental would be a better word to characterize a field still so open to definition and so diffuse in conception and practice.

A word about the Program of Studies in Non-Formal Education at Michigan State University may be in order. The Program, under the sponsorship of the Agency for International Development has the basic purpose of building a systematic knowledge base about non-formal education in response to the growing need for authoritative information about this mode of education in the developing countries. There are nine areas of study: (1) historical perspectives, (2) categories and strategies, (3) country comparisons, (4) learning effectiveness, (5) economic factors, (6) case study survey, (7) model feasibility, (8) administrative alternatives, and (9) participant training.

Teams of faculty members and research fellows in a number of academic disciplines are working on the nine subject areas and the papers in this series represent portions of their production.

We invite responses to these papers as an important means of helping us critically to examine our work in a new field only now being given real form and substance.

Cole S. Brembeck, Director
Institute for International Studies
College of Education
Michigan State University
East Lansing, Michigan
June 14, 1973

NON-FORMAL EDUCATION IN ETHIOPIA:

LITERACY PROGRAMS

By

Richard O. Niehoff

and

Bernard Wilder

PREFACE

The recent emphasis on the study of non-formal education has been prompted in large part by interests expressed by the governments of developing countries and funding agencies in various aspects of the use of non-formal education to facilitate social, political and economic development. This particular study was undertaken to provide planners with insights and data needed to incorporate non-formal education more effectively into planning and development processes. The first phase of the field work consisted of the investigation of specific individual non-formal education activities. The second phase involved the synthesis of these individual investigations into a "country study" of the non-formal education activities as they were related one to another and to a possible pattern or "system" of non-formal education.

The underlying rationale for conducting studies of individual activities was to learn about the nature

of the non-formal education programs being sponsored in Ethiopia, identify the factors that lead to success and/or failure, to build a base for the formulation of realistic generalizations about non-formal education as an integral aspect of the complex process of development, and to identify areas for further study.

The purpose behind synthesizing the individual studies into a "country study" is to document the varied uses of non-formal educational methods for development purposes into a relatively complete country context. The individual case study answers questions concerning the application of non-formal education in specific development activities. The country study seeks to answer questions concerning the application of a "system" of non-formal education activities toward meeting the overall development goals of a country.

Ethiopia was chosen as the country in which to conduct this study because it was determined that there were a sufficient number of significant non-formal education activities being conducted there to supply the needed data and insights. This consideration was strengthened by the fact that Ethiopia is a country of moderate size; one in which a significant sample could be obtained within the resources available for the study. Of more importance was the fact that Ethiopia was receptive to the idea of the study. Further, the research team was asked to

conduct the study as an integral part of the Ethiopian Education Sector Review which was being conducted at that time. The initial findings of the study, and other papers written by the research team at the request of the director of the Review, became a part of the Education Sector Review documentation.

This discussion paper represents one section of a larger report on the Ethiopian Country Study of Non-Formal Education to be published at a later date. A tentative outline of the contents of this forthcoming report follows:

CONTENTS

I. Summary, Findings and Recommendations

II. The Context Provided by the Ethiopian Education Sector Review

III. Non-Formal Education in the Country Context

- A. Objectives of the Study and Methodology
- B. Non-Formal Education in the Urban/Modern Sector
- C. Non-Formal Education in the Rural/Traditional Sector
- D. Literacy Programs
- E. Other Programs
- F. General Findings

IV. Problems, Planning and Implementation of Non-Formal Education in Ethiopia in Comparative Perspective

V. Appendices

- A. Program Descriptions of Individual Non-Formal Education Activities in Ethiopia

The subject of this discussion paper -- Literacy Programs -- will be included in Chapter III. It is in this chapter that the synthesis of the individual investigations of non-formal education activities into a larger context is reflected in four groups of programs. Rural/traditional and urban/modern sector programs are treated separately because they have different objectives, are directed to different groups of participants, in different locations and in different economic and social context. Furthermore, the classifications in terms of modern sector and rural traditional sector are in common use by those, among others, who we hope will make use of these findings -- principally policy makers and development planners. Literacy programs are treated separately because of the large number of such programs found in Ethiopia and the importance given them in all sections of the Empire. The final classification of "other programs" includes those which do not fit neatly into the other classifications because of the breadth of their objectives, the geographic scope of their operations or the unique nature of the sponsoring organizations. It is not an indication of their relative importance.

The discussion paper which follows is an attempt to place the numerous activities of the literacy programs observed in Ethiopia in a country context. The authors realize that their investigations, in terms of the total literacy effort, are incomplete

and hence any conclusions drawn must be considered tentative. However, it is hoped that the following lends some perspective to the consideration of literacy programs in Ethiopia and helps to establish an agenda for future investigations.

LITERACY PROGRAM

By

Richard O. Niehoff

and

Bernard Wilder

I. INTRODUCTION

Broadly speaking, literacy has been considered to be essential to any country, regardless of the degree of development. It has gained most attention in those countries where the literacy rates are low and efforts to increase literacy rates are justified in terms of the development needs of the country. The necessity for widespread literacy skills among any population has often been grouped under four main headings:

1. Literacy skills are necessary in the *political* sense to facilitate the integration of the population into a viable nation state where the government can carry out its program.

2. *Economically*, literacy skills are necessary to improve the quality of the human resources of the nation.

3. *Socially*, literacy skills are necessary to build a just, integrated social order.

4. Literacy skills are a necessary part of the guarantees to ensure *human dignity*. Literacy skills are a human right and literacy itself is a necessary condition for basic dignity.

The *Adult Education Newsletter*, a publication of University Extension, Haile Sellassie I University, summed up the status of the literacy efforts in Ethiopia, and indeed the world, in an opening editorial in the January, 1972 issue:

> Illiteracy as a human ill has long been recognized. Many agencies in Ethiopia have felt that they ought to participate in the campaign, no, the war against illiteracy, and many have done so. Yet the fervor and the desire to wage war is never constant, it seems to ebb and flow with the times. Ethiopia and Ethiopian agencies that have anything to do with the campaign, like their counterparts the world over, seem to realize the fact that their effort is getting very little positive result.

In spite of or possibly because of the above, the most universal non-formal education activity in Ethiopia is the teaching of literacy skills. Literacy programs can be found in every geographic sector of the Empire. They are conducted by virtually every type of organization: religious, governmental, private and commercial. Literacy programs probably involve the largest total number of participants of any of the non-formal education activities, except in the Malaria Eradication Service and Ministry of Health programs, and mass media programs. The combined cost of all literacy programs is difficult to determine, due to the many diverse sponsoring organizations and because so much of the activity is carried out through voluntary efforts where realistic opportunity costs are unavailable.

The total costs of literacy education in the empire, however, are probably second only to the costs of formal education.

II. Early Development of Literacy Programs

The earliest efforts toward the spread of literacy skills in Ethiopia were made by the Ethiopian Orthodox Church. The first phase of church education, literally translated, means House of Reading. Originally the language taught was Ge'ez, the ancient liturgical language. In later years, further instruction has also been given in Amharic. It is safe to say that until the coming of foreign missionaries in the later 19th century and the founding of secular schools in the early 20th century, the Ethiopian Orthodox Church was virtually the only institution teaching literacy skills. Until recent times, the reading materials available were limited -- consisting chiefly of the Bible and other religious works. The situation still has not changed in the isolated villages.

There have never been any reliable figures as to the number of students who have learned to read and write through the church schools. This is not surprising, as there is even doubt as to the exact number of churches and clergy in the country.

The rebuilding of the school system after the Italian occupation began in 1942. However, there

seemed to be no special emphasis given to literacy education outside the formal schools until November 1955 when the Emperor issued a proclamation, which states in part:

> We charge every illiterate Ethiopian between the ages eighteen and fifty to learn, in the time left over from his daily tasks, such Fundamental Education as will enable him to know Amharic reading, writing, either at government schools or private, existing in the neighborhood, or by employing a private teacher in his respective village or district.

Shortly after the issuance of this proclamation negotiations were entered into with UNESCO for the establishment of a center to train "fundamental educators" to work in rural villages. A major part of the responsibility of the fundamental educators was to be the teaching of literacy skills.

The training center for fundamental educators in Debra Berhan actually got underway in 1958. The program was designed for the entire family of prospective fundamental educators. The husbands were taught courses in methodology, agriculture, community development principles, health, etc. The wives studied home economics and the children were given ordinary elementary schooling. A total of 179 fundamental educators and their families were trained before the program was discontinued in 1960. It was unclear as to why the program was discontinued. Further, it seems that all the community fundamental education centers that were originally set up and

staffed have since evolved, quite easily it seems, into ordinary elementary schools serving only children. It was reported that these centers evolved into regular formal schools within three to five years after their original establishment as fundamental education centers, illustrating perhaps the priorities of the parents in the area.

The next major development in the literacy effort came in July 1962 when the National Literacy Campaign Organization (NLCO) was formed as a private, non-profit, voluntary organization. The NLCO was organized around a group of public minded citizens who drew their financial support from donations and international development organizations. The NLCO program was based on the voluntary efforts of students and their teachers during the summer vacations. The NLCO provided instructional materials and training programs for the volunteer teachers. During the first summer of its operation, in 1963, the organization claims to have enrolled 14,800 students in literacy classes. By the summer of 1965 this number had grown to approximately 20,000.

The NLCO succeeded in bringing attention to the vastness of the problem and demonstrated that people would volunteer their time to teach others. There was some criticism of the program because of the limited training given to the instructors, their lack of commitment to their students, and because the students seemed to register readily for the classes but then, in many cases, failed to attend; nevertheless,

they still would receive a literacy certificate. It is not uncommon for a man to have three or four literacy certificates and still be illiterate. One Ethiopian contacted during the study claims to know a man in his village who has 18 certificates and still cannot read. It is, of course, possible that the same meaningless certification is occurring under the present programs.

No government agency had the responsibility for coordinating literacy activities in the Empire until 1967 when the Directorate of Adult Education and Literacy was established within the Ministry of Education. The Directorate was small and from the beginning was designed to serve a guidance function. The Directorate is charged with coordinating literacy efforts, collecting statistics, and establishing standards. The Directorate also prepares instructional materials, instructors' manuals, follow-up readers, posters and flip charts and publishes a monthly newspaper for new literates. In the initial years of its existence, a syllabus was formulated which covered not only literacy skills but numeracy, health, civics and other basic information.

A standard literacy exam was formulated based on the contents of this syllabus and thereafter successful completion of this exam was the prerequisite to be considered literate. The same exam is applied regardless of whose literacy program one completes.

The Ministry of Education also began to provide support for literacy programs in the form of a small

salary for many of the teachers. The acting director of the NLCO, which is presently not operating, claims that this practice of paying teachers killed the NLCO program. After the MOE began to pay teachers, the NLCO found it very difficult to obtain volunteer teachers.

The Ministry of Education program under the Directorate of Adult Education and Literacy operates through Provincial Literacy Officers (PLO). The PLO's have the responsibility of organizing programs in their provinces. They promote participation, hire teachers upon the recommendations of the local school principals, conduct training sessions for the teachers, handle the finances, etc. The Addis Ababa staff has remained relatively small, consistent with its limited responsibilities of coordination and support.

Early in 1968 the UNESCO proposed a Work Oriented Adult Literacy Project for Ethiopia. The plan became operational in October of the same year. It appears that no new major initiative in the field of literacy programs will be taken by the Ministry of Education until the completion of the experimental UNESCO program which is responsible for developing new techniques, materials and programs for Ethiopia.

III. SCOPE OF THE PRESENT LITERACY PROGRAMS

Today it seems that literacy is everybody's business in Ethiopia. Following is a list of the most prominent organizations that are conducting literacy

courses of varying size, length and quality.

1. Ministry of Education
   a. The program under the direction of the MOE
   b. The UNESCO Work-Oriented Adult Literacy Program (directed by UNESCO personnel)
2. Ministry of National Community Development and Social Affairs
3. Ethiopian Orthodox Church
4. Foreign missionary groups (including such large and well organized operations as the Mekane Yesus and some by individual missions)
5. Territorial Army
6. Police
7. National Literacy Campaign Organization (NLCO) -- not presently active
8. Confederation of Ethiopian Labor Unions -- Literacy Programs not presently active.
9. YMCA and YWCA
10. Ethiopian Women's Welfare Association
11. Wonji-Shoa Sugar Estate
12. Ethiopian University Service and Ethiopian Students Association
13. High school literacy clubs
14. Student Organizations of Teacher Training Institute
15. Boy and Girl Scouts
16. Ethiopian Youth Service
17. Night school classes taught in the regular elementary schools, and following the elementary school curriculum, usually for a fee which the teacher can keep
18. Imperial Highway Authority, Ethiopian Electric Light and Power Authority, Telecommunications, and most other parastatal organizations.

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The primary objective of most of the above organizations in conducting literacy courses is the propagation of literacy skills themselves. In some cases, however, the skills are being taught as tools to meet other objectives. This is definitely the case for organizations such as the Army and parastatal and commercial organizations. These organizations see the skills of literacy as contributing to the productivity of the individual and, hence, the organizations for which they work.

One method of classifying the objectives of literacy programs is by the scope of the content of the program. In many cases, the content encompasses no more than basic literacy skills. This is definitely the case for the programs operated by many social organizations. Here the skills of literacy are seen as enhancing the growth of the individual without reference to any specific or applied use.

In some cases, the scope of the content includes numeracy and other basic information such as health, civics, etc. The Ministry of Education programs are examples of this type. The Ministry of National Community Development and Social Affairs, and the night classes taught in many of the public schools are other examples.

The third general level of objectives found in the many and varied programs are those that include some practical work and/or environmentally oriented content that in itself makes a direct contribution to the welfare of the student. The UNESCO Work-

Oriented Adult Literacy Program (WOALP) is the major example of this type of program.

The instructional materials used by various organizations are usually one of three types. The first materials, other than religious materials, to gain widespread usage were those of the National Literacy Campaign Organization. These materials are still being used in a few programs. They are traditional in nature, using the alphabetic approach where the complete alphabet is memorized before the student begins to assemble the syllables into words and phrases.

The materials produced by both the Ministry of Education and the Ministry of National Community Development and Social Affairs use a modified Laubach approach. Both take advantage of the phonetic nature of the Amharic alphabet and its logical structure and the Laubach type representations to teach the alphabet and words at the same time. Then the student progresses rapidly into phrases and sentences.

The third set of materials does not make use of the logic and structure of the Amharic phonetic alphabet to the extent the MOE materials do. This approach, called the Global Approach by UNESCO, is used in the WOALP. The WOALP has had little effect thus far upon the method, materials and programs of the Ministry of Education. There is reason to predict that it will ultimately have little effect other than to solidify opinions and sentiments in favor of the Laubach materials and methods previously in use since 1967. The

concept of the introduction of work education into the literacy program curriculum could, we believe, have been accomplished without alienating the MOE literacy staff had more flexibility been shown on the part of the UNESCO approach in Ethiopia.

One function of the Directorate of Adult Education and Literacy is to collect enrollment statistics to judge the progress of the total literacy effort. These figures are reported yearly. Submission of the statistics is voluntary and the MOE acknowledges that the figures it receives and hence publishes are often incomplete.

As has been stated previously, the Ministry of Education will not count anyone as having become literate who has not passed the MOE exam. One of the largest programs in the country, the Yemissrach Dimts Literacy Campaign of the Mekane Yesus Church does not use this examination. Their enrollment figures, however, are included in the MOE figures, but it is not clear as to how graduates are certified. It is probable that the MOE figures reflect the numbers who have successfully completed their programs but for other organizations the reported statistics may only reflect enrollment in the program and not the number that have successfully completed the program to any particular level or successfully passed the literacy test.

Confusion is caused by the fact that more than one organization may claim the same students. For example, the Wonji-Shoa Sugar Estate programs are

listed separately in the reports. These students are also included in the WOALP figures. In previous years, the NLCO included in its figures all the courses that used their materials or were helped in other ways. Some of these same organizations (student associations, YMCA, YWCA, EWWA, etc.) also probably reported statistics directly to the MOE.

The adult population over 15 can be estimated at about 12 million. Literacy rate estimates do not exceed 19% and most are under 10%. Therefore, there are at least 10 million illiterate adults in Ethiopia. The last year for which there is a composite figure for literacy students available is 1970. It is estimated that in that year the total of all programs enrolled less than 300,000 students, many of whom were children and youth who could not get into a formal government school. The number of those who actually became literatue during the year is much smaller. Using minimum population and maximum enrollment figures, it would take 30 years to eradicate adult illiteracy. It is probable that the relatively small size of the effort, compared to the size of the problem to be solved, makes errors of 20 to 30% in enrollment statistics unimportant.

Another perspective that can be taken concerning the statistics is to compare the number of new literates produced by the combined literacy programs, accepting the MOE figures as indicating the number of people who passed the literacy exam in any one year, with

the number of new literates produced by the public schools. The latter is roughly equivalent to the enrollment of the fourth grade -- if one accepts the thesis that it requires four years of schooling to produce a permanently literate individual. The MOE reports that 297,079 people finished literacy courses in 1970. During the same year the fourth grade enrollment in all schools, public and private, was only 87,407. If these figures are accepted, which is risky indeed, then the combined total of all the literacy programs in 1970 produced three to four times as many literates as the combined total of all the formal schools in the Empire.

IV. ORGANIZATIONS CONDUCTING LITERACY PROGRAMS

It is appropriate that more be said of some of the organizations presently conducting literacy programs and about the programs they are operating. Following are brief descriptions of the programs of a select number of these organizations.

A. Formal Elementary Schools

There is no country in the world with a literacy rate approaching 100% that does not have an elementary school attendance rate that also approaches 100%. It is appropriate, therefore, to consider the impact of the elementary schools on the literacy rate of the Empire.

In this consideration we accept the premise of

UNESCO that four years of elementary schooling is necessary to produce a permanently literate individual. Therefore one can take the total enrollment of the fourth grade in any particular year and assume that this number approximates the number of literates produced by the formal schools in the country in that year. This is a rather imprecise way of estimating the contribution of the schools to literacy efforts but it is probably the most accurate available. The enrollment in the fourth grade and therefore the assumed number of new literates produced by the formal schools during the last five years was:

1966-67----------41,607
1967-68----------47,559
1968-69----------54,692
1969-70----------60,837
1970-71----------67,271

Accepting another set of assumptions, that the population of the Empire is 25 million, that the age distribution estimates of the Central Statistical Offices are correct, and that the growth rate of the population is 2.5% per year, it appears that the schools are managing to make literate only about one in ten of the relevant school age group. The rate of increase in the number of students made literate through the formal schools varies slightly from year to year. From 1967 to 1968, the number increased by 14%. From 1968 to 1969, the number increased by 15%, from 1969 to 1970 by 11% and from 1970 to 1971 by 10%. These rates of increase are still considerably higher than the rate of population increase which is presently

estimated to be about 2.5%. However, as the population is estimated to increase at 2.5% per year, there are approximately 625,000 additional people per year. The population, then, is increasing annually by a number almost ten times larger than the number of literates being produced. Even when one adds the total maximum number of literates produced by all other literacy programs, the actual number of illiterates in the country is still increasing year by year almost twice as fast as the number of literates.

If we assume that the major accomplishment of the elementary schools is to teach literacy and numeracy plus some basic knowledge (not essentially different from the MOE syllabus for the literacy program) then the cost of producing a literate through the schools approaches the cost of his four years of elementary schooling, *plus* the cost of *wastage* (those pupils who go to school for less than the length of time required to become permanently literate). Based on MOE figures for the costs of schooling for the first four years and considering wastage, the cost of producing one literate is approximately $400 - Ethiopian. This figure assumes a fairly constant cost per pupil year over the four-year period and a fairly constant relationship between the enrollments of the first four years of school. The probable benefits obtained from this four years of formal elementary schooling, other than simple literacy and numeracy skills, are preparation for the next stage of

schooling, changes in attitudes and values derived from association with a formal institution, and some basic knowledge.

B. Ministry of Education Adult Literacy Program

As has been stated above, the present role of the Directorate of Adult Education and Literacy in the Ministry of Education in the literacy efforts of the Empire are in the nature of guidance, coordination and standardization. The operating programs are planned, organized and supervised at the provincial level by the Provincial Literacy Officer (PLO). Virtually all of the literacy programs conducted by the Provincial Literacy Officers are conducted in the local schools. The principals of the schools often act as the agents of the Provincial Literacy Officer and are often charged with the task of recuriting teachers for the classes. The PLO also distributes supplies and materials, pays the teachers and administrators, and other logistic requirements. He also must either arrange for training sessions for teachers of literacy programs or, as is often the case, conduct them himself. Thus, a map of the country showing the major adult literacy centers is hardly distinguishable from a map showing the locations of the formal schools.

The overall numerical effect of the MOE effort in literacy programs is considerable. In fact, it alone produces a number of literates that slightly exceeds the number produced by the formal schools.

This is assuming, of course, that the figures reported by the MOE, if not the other organizations, reflect the number that have passed the MOE-approved literacy examinations, and not just the number enrolled. During 1969, 74,813 of the total of 228,877 literacy "graduates" reported were listed under the MOE programs. Of this 74,813, more than half -- or 44,076 -- were from three of the 14 provinces. These were the provinces of Tigre, with 26,546; Gojam, with 10,353, and Wallo, with 7,106. The reason for this bunching of the enrollment is not known, especially as it does not correspond to formal school enrollment variations.

The following table illustrates the increase in enrollment in the literacy campaign in Ethiopia over the past ten years.

Table I

Enrollment of Literacy Program, 1964-1971*

Year G.C.	Males	Females	Total	Remarks
1964	158,778	35,172	193,050	
1965	107,660	14,747	122,407	
1966	126,057	19,817	145,874	
1967	129,527	23,630	153,157	
1968	130,753	42,703	173,456	
1969	183,535	45,332	228,867	
1970	238,000	59,079	297,079	
1971	119,292	38,071	157,363	Data reported as of September 1971
Total	1193,602	278,551	1,472,153	

*Directorate of Adult Education & Literacy MOE/IEG

Early in its existence the Directorate for Adult Education and Literacy was criticized by other organizations conducting literacy programs because they considered the MOE literacy exam too rigorous. The Ministry of Education, therefore, tested the exam on elementary school students. The exam was administered to a number of second, third and fourth graders in Addis Ababa schools. The fourth graders required one hour to finish the exam and 100% of them passed. The third graders required an average of 30 minutes longer to finish the exam and 90% of the students passed. The second graders were given as long as they needed to complete the exam and 66% passed. This indicates that as a measure of fourth grade level skills, the literacy exam is not too rigorous. By comparison, after finishing the prescribed MOE syllabus for literacy programs, the adult passing rate varies from 50% to 96%.

The numeracy, health, civics and general information content of the MOE literacy course syllabus upon which the exam is based makes it probable that students who have completed a program not using the MOE materials would have difficulty passing the exam, even if they were literate. The question can still be asked as to whether the fourth grade standard is appropriate for adult literacy standards. If this standard is accepted, then one must ask which fourth grade. Inasmuch as the testing was conducted in Addis Ababa, it is certain that different standards

of passing and failing would have been obtained in the provinces.

In 1970-71 there were 901 MOE centers at which literacy courses were being given. At these centers a total of 2,140 classes were being taught by 2,192 teachers. The MOE states that many of their teachers were volunteers.

The procedure of operating adult literacy programs through the Provincial Literacy Officer (PLO) is rather simple. The PLO usually promotes classes through the medium of the schools. The principals of the schools help recruit teachers. Some literacy teachers are regular school teachers and some are senior secondary school students. At times students from the junior secondary schools are accepted as literacy teachers if the school principal recommends them. A short training program is given to the prospective teachers by the PLO or one of his designates.

The first stage of the literacy course itself requires from four to six months. The shorter time is required by speakers of Amharic as a first language. The longer time is that required by those who are not native Amharic speakers and in many cases do not speak Amharic at all. The same materials are used for both. The classes meet 4 to 5 times a week for from one and a half to two hours per night. The teachers receive $40 Ethiopian for teaching 80 hours a month. ($40 Ethiopian equals approximately

$17 U.S.).

After completion of the basic literacy course "...all new literates are advised and encouraged to pursue their (formal) education through evening classes at nearby schools." It is probable that many of the youths who take literacy courses do so as a preparation for formal schooling. Many Ethiopians send their children to church schools before enrolling them in the government schools for the same reason. That is, prior literacy skills in Amharic help to insure success in the regular government schools. This is especially true for those who do not have Amharic as a first language.

The Ministry of Education Literacy Unit has written and published two primers with accompanying wall charts and flip charts. A handbook for the Provincial Literacy Officers has also been produced which outlines the duties and responsibilities of the position.

C. UNESCO Work-Oriented Adult Literacy Program

Negotiations with the Imperial Ethiopian Government concerning an adult literacy program under the UNESCO experimental program began in early 1968. The project officially got underway in October of the same year and is scheduled to run for five years. During this time various methods and materials are to be tested on an experimental basis and a total of

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("Task Force 14 Interim Report")

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128,000 people are scheduled to be made literate.

The experimental approach was rejected very early in the program as UNESCO did not feel it appropriate to "experiment" with people. Instead an approach referred to by UNESCO personnel in Ethiopia as "Action Research" was adopted. Under this program a particular method is decided upon and tried. It is then modified and tried again and again, as often as necessary to obtain the best form and combination.

The underlying philosophy of the UNESCO Work-Oriented Adult Literacy Program is that literacy training programs should incorporate substantive content that relates to the day-to-day work activities of the students. Further, this content should contribute toward the improvement of their lives and/or the enhancement of their work. Baseline surveys were conducted during the initial phases of the program to determine the appropriate work-oriented content for the literacy materials for use in the various project areas. Literacy primers and other materials based on this research were then written and printed.

The actual literacy classes are supervised in the field by UNESCO expatriate experts who have responsibility for the program in a sub-province area. In the two sub-provinces in which UNESCO is conducting classes, 93 and 110 classes have been conducted. In addition, 33 classes are being conducted

in one type of industrial setting or another by UNESCO in cooperation with a UNDP/ILO funded vocational training scheme.

The literacy teachers are trained in the geographic areas in which they will work by the central staff of the UNESCO project. The teachers are drawn from among local extension agents, teachers and school leavers. Each teacher receives 15 days training in the methods of teaching Amharic employed by the program which is called the "global method." The actual work-oriented aspects of the program are presented by local extension agents who work for various development programs; agricultural personnel, women's workers in the case of the CADU program, or personnel especially trained in the subject area. The UNESCO project director is of the opinion that the program will not work in an area where there is no strong extension program already in operation. These people are needed to provide the technical skills that make up the work aspect of the program. One can assume from this that it is easier, in the view of UNESCO, to train a language teacher than it is to train an extension agent.

Classes are held in schools, homes and factories. In some cases the villagers have constructed small buildings especially for the classes. Agriculturally oriented programs make use of demonstration plots in conjunction with the classes. This is often not satisfactory, as the agricultural cycle

does not often coincide with the literacy course content sequence of presentation. Women's programs do not have this problem since the work content can be demonstrated without dependence upon temporal events. The same is true of the industrial courses.

The UNESCO program is divided into three sequential stages. The first presents the skills of basic literacy and numeracy. The second stage is called a "language program" which is primarily based upon reading books designed to increase the students' vocabulary and reading skills. The third stage is called "follow-up" and essentially is to consist of a traveling "suitcase" library that will be transported village to village with the students being visited by a teacher about once a month.

The initial classes in the Work-Oriented Adult Literacy Program in the Wallama Saddo area were ending the first stage of the program in early 1972. Some classes had taken as long as 19 months to finish the first stage. (Later revisions of the materials have reduced this to ten or twelve months in the Wallama Saddo area.) Of 3,845 enrolled in the first group, 2,295 took the exam at the end of the course. The 1,685 students who passed the examination do not reflect true achievement as it was stated by UNESCO personnel that standards were made very flexible in order to encourage the students to continue on to the second stage of the course. In this area about 50% of those who passed the first stage are continuing on in stage two. The first group in

stage two were to finish sometime in April of 1972. No one, as of April 1972, had finished the complete program.

The section of the interim report in Task Force 14 of the Sector Review written by the evaluation officer of the UNESCO project indicates that 9,215 students were enrolled in all the UNESCO WOALP classes late in 1971. The enrollments for January-March, 1972 reported in a UNESCO chart showed 20,160 enrolled during that period.

According to the Task Force 14 Report, the number of literates to be produced under the contract has been reduced from 128,000 to 78,000 to allow concentration on a quality product. At a briefing session by the head of the project it was stated that the number was reduced because a survey showed that there were only 78,000 illiterates in the proposed project areas.

Considering that as of the first part of 1972 only 1,685 had successfully finished the first phase and only 50% of these had enrolled for the second phase, the pace of the project will have to be accelerated tremendously to reach either the goal of 78,000 literates, or the more important goal of adequately testing and improving new materials and methods by the project termination date of October 1973.

The attendance rate in classes is reported to have varied from 60 to 80 percent. The lower figure

is not dissimilar from that of conventional literacy programs. The upper figure is considerably better. However, hard attendance data were not available at the time of our investigation. The only figures available that reflect a dropout rate were those of the first stage: as of April 1972 these figures indicate that in CADU, 60% of those who were enrolled in the first phase took the final examination. In the WADU area, 59% of those who were enrolled took the examination, and in the Jimma area 51% took the final examination. In the WADU area about 50% of the persons who passed the first stage entered the second stage. If 50% passed the second stage, as the UNESCO expert in the area predicted, then only 1/8 of those who initially entered the first stage will successfully enter the *third* or "follow-up" stage.

The ILO/UNDP sponsored National Industrial and Vocational Training Scheme (NIVTS) is participating in the UNESCO Work-Oriented Adult Literacy Program being conducted in the "industrial belt." This program is the first stage of a longer range plan to upgrade the general vocational skills of the workers. This program consists of five stages. The first is an organizational phase conducted in the industrial plant itself. Here also the cooperation of management and unions are sought. A training committee is formed with joint membership and physical arrangements are made. This phase takes approximately one week.

During the second stage two types of instructors are trained. The instructors for the language aspects of the program receive two weeks' training conducted by personnel from the Addis Ababa office of the Work-Oriented Adult Literacy Program. Instructors for the work-oriented aspect of the program also receive two weeks' training, from personnel of the NIVTS.

The third stage consists of functional literacy classes. The materials are designed to be covered in 26 weeks and consist of basic literacy and numeracy lessons. The vocabulary is based on developing knowledge about tools and simple mechanical processes. These lessons are based on a specific topic or item of equipment, such as: frames, knife, hinge, box, vise, wheelbarrow, ladder, tin snips, electric wire, insulator, nuts and bolts, and file.

The most successful industrial training program, in the view of the UNESCO personnel themselves, is that being conducted in a textile mill located in Bahr Dar. Of the 2,300 employees at the plant, 800 are enrolled in literacy classes. Approximately 80% of those enrolled are women. The classes meet for two hours, three times a week. Classes are held just prior to the start of the shift the students are working. At the time the classes were visited by the authors, the program had been in session only 1-1/2 months. Accordingly few conclusions could be drawn. A visit to the plant, however, revealed that none of the women were performing jobs using skills

remotely related to the work content of the course material. The manager of the plant cited as the main benefit to the plant the ability of the women to use numbers to keep records of their own production. The dropout rate in the Bahr Dar program was described as relatively low. According to the plant manager, attendance had lagged during a holiday season but was recently picking up. The day the classes were visited approximately 50% to 60% of the students were in attendance, mostly women.

The program in Bahr Dar was initiated by UNESCO; however, it has developed into one that is truly a cooperative undertaking. Management furnishes facilities for the classes plus blackboard, chalk, benches and other physical necessities. The plant also paid the full salary of 15 employees, mostly clerical and supervisory, during the time they were receiving their two-week training to become literacy teachers. The employees' union has formed the base of the training committee. UNESCO and ILO have provided instructional materials and training. When the management was asked what they hope to gain from their participation and contribution to the literacy program, they stated "Good Will."

The cost of the UNESCO project is considerable. The U.N. Special Funds has or will have contributed $1,357,957 (U.S.). The Imperial Ethiopian Government will contribute $149,200 (U.S.) plus another $2,058,800 (U.S.) in kind. Justification for the

expenditure of this amount of money is difficult to make in terms of the number of literates projected to be produced when one compares it with the cost of other literacy programs in Ethiopia. The justification must be in terms of the development of materials, methods, and as a demonstration.

D. Ethiopian Orthodox Church (EOC)

The EOC is the oldest and probably the largest and most widely spread organization in Ethiopia. There are an estimated 15,000 churches and 200,000 priests throughout the Empire but particularly in the Highlands. Each church is a potential school. It is claimed by the Church that each church *does* in fact conduct classes either at the church or in the community.

The name of the first level of church education, literally translated, means "house of reading." It is difficult to estimate the impact of these reading schools in terms of the size of enrollment. In 1967 the Church reported an enrollment of 57,635 in schools directly under church supervision. In 1969 the Ministry of Education reported that the Church has an estimated enrollment in literacy classes of 64,041. In a recent publication, "The Church of Ethiopia" -- a publication of EOC -- it was stated that it was difficult to estimate the number of such schools and to evaluate the enrollment. The publication, however, had hypothesized that it is probable that each church has at least one

teacher conducting a "house of reading" school, "each Nebadbet (House of Reading) may have an average of 20 pupils. We may be justified, with some reservation, in saying that at present the total Nebadbet enrollment might well be 300,000." This does not take into consideration classes that are often given in private compounds by priests or monks of the church.

Children normally enter a "house of reading" between the ages of five and seven. Although theoretically both boys and girls and all ethnic groups are allowed to enroll, girls are generally discouraged by their parents. Ethnic groups whose religion is other than the Ethiopian Orthodox Church often hesitate to attend because of a fear of being converted to the Ethiopian Orthodox faith.

The primary function of the "house of reading" is to enable students to read religious books. Thus most of the emphasis is on reading and traditionally writing was not taught at all. Emphasis in recent years is shifting. In the areas where government schools are in existence, the church schools are serving as a preparation for modern government schools as many parents send their students to obtain basic literacy skills before entering the government schools.

The instruction in the reading school proceeds through three stages. First the alphabet is taught. The student learns to recognize all 231 characters of the alphabet and the sound that each represents.

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During the second stage the student learns to read the First Epistle of St. John. Initially the student pronounces each letter of every word. He then puts them together to learn to pronounce each word. He then learns to pronounce phrases and finally to read sentences. The student proceeds to read a number of other religious texts.

The First Epistle of St. John and the subsequent religious works during the initial stages of the program are written using the present alphabet but in the ancient language called Ge'ez, now the liturgical language used only in the church. One need not understand Ge'ez to successfully complete the reading school. He need only be able to read the various religious works out loud. Hence, a student often learns a system of reading and writing, but not the language of Ge'ez. Most church schools now also place some emphasis on literacy skills in Amharic. This, however, is done after accomplishing the initial task of learning to read and sound Ge'ez out loud, without understanding the meaning.

E. National Literacy Campaign Organization (NLCO)

The National Literacy Campaign Organization is a private non-profit voluntary organization. At one time the NLCO was responsible for much of the literacy work being conducted in Ethiopia. It organized campaigns, produced instructional materials and distributed supplies. His Imperial Majesty is the honorary head of the organization and the Crown Prince

is Vice Chairman of the Board of Directors.

The organization presently has a Board of Directors which is assisted by a steering committee, a publicity committee, a planning committee and a fund raising committee.

The effectiveness of NLCO in organizing and conducting campaigns began to fail at about the time the Ministry of Education began to pay literacy teachers. It then became difficult for the NLCO to recruit teachers on a voluntary basis. Although the NLCO is presently not active, there are some programs that continue to use the materials they prepared. Examples are the YMCA and the Ethiopian Women's Welfare Association.

The assumption of the NLCO was that literacy campaigns could be run by using teachers who work as volunteers. The position of the Ministry of Education, Department of Adult and Literacy Education is that you get what you pay for.

The last year for which a complete breakdown of literacy enrollment figures is available is 1968-69. The MOE reported that in 1968-69 NLCO was responsible for producing 22,157 new literates.

An interview with the acting head of the organization in April, 1972 indicated that at present the NLCO is a paper organization that has formulated plans for the future but has no presently operating programs. The present full time staff consists of a secretary to the Executive Committee, two typists and one office guard.

The future plans the organization has formulated will require $7,000,000 Ethiopian for the initial implementation. The organization is trying to raise this by donations, giving $100 a plate dinners, and soliciting support from international organizations. If the plans were to be implemented, a whole new organization would have to be assembled. At this time the NLCO seems to have a distinguished history, no present status as an operating organization and an uncertain future.

F. Various Voluntary Organizations

Considerable literacy work is conducted by various voluntary organizations. Among these are the YMCA, YWCA, EWWA, various students associations, Boy and Girl Scouts, missionary groups, etc. The teachers in many cases are volunteers. Some, as in the case of the YWCA, are full or part time employees of the organization. The instructional materials used are either the old National Literacy Campaign Organization materials or the newer MOE materials. Facilities are often marginal and the instructional techniques are often closely akin to traditional processes relying on rote memorization. In some cases the enthusiasm and dedication of the teachers and students compensates for the lack of sophistication in facilities and methodology. This group of voluntary organizations reports producing not more than 6-7,000 new literates per year.

C. *Foreign Missionary Groups*

Almost all foreign Protestant missionary groups have joined a countrywide organization of Lutheran Churches called the Evangelical Church, Mekane Yesus. This body collectively supports a program called Yemissrach Dimits (YD). There are four aspects to this countrywide program:

1. *The Radio Voice of the Gospel*, a full time radio station carrying a variety of programs: religious, educational and entertainment.
2. *A Literature Program* which publishes books in Amharic containing both religious and developmental material.
3. An *Audio-Visual Service*, the newest aspect of the program that produces films, radio programs and posters.
4. *The Literacy Campaign* which, since 1962, has been active in conducting literacy campaigns in the areas where its churches and missions are located.

The literacy campaign of the YD got underway in 1962 and has since spread to 12 of the 14 provinces. Until 1970, the program was entirely run from the central office in Addis Ababa. The line of communication went out through the various levels of church administration to the local literacy programs. The administrative structure has been recently decentralized. The highest authority for the literacy program in any particular area is now the synod or church office for the area. (The Evangelical Church Mekane Yesus is divided into seven geographic units: five synods and two churches that cover the entire country. The head office of each of these is

responsible for the literacy campaigns of the area.)

The central office of the campaign located in Addis Ababa performs a number of support functions. It generally assists in the administration of the program. After decentralization it was found that the synod offices did not have the personnel or expertise to collect, tabulate and report statistics on the program. The central office has, therefore, aided these offices in establishing adequate procedures and in training personnel for their staffs. (Because of this problem, the latest complete enrollment data for the program was for the year 1970.) The central office also prepares instructional materials and follow-up reading materials which are printed and distributed from Addis Ababa through the seven synods and churches. The central office is also responsible for the formulation of the curriculum for the programs.

The YD director from the central office of the campaign spends considerable time in the field supervising and visiting programs of the seven synods and churches to ascertain problems and needs. These visits in each case take place through supervisors and other personnel from the various synod and church offices and not directly to the literacy centers. The central office aids in the training of these supervisors who operate out of the various synod and church offices.

Each synod office has a person responsible for the literacy campaign in its area. The synod office

administers the individual literacy schools through a series of Literacy Centers. Each of these centers is responsible for anywhere from 20 to 30 literacy schools. A supervisor is housed in each of the centers and is responsible for the professional aspects of the literacy classes in the literacy schools in his area. He is not only the supervisory link between the synod office and the individual school, but he is also responsible for helping the teachers and for backstopping the professional aspects of the program. Each literacy center is governed by a committee that is responsible for its maintenance and operation.

At the community level it is the congregation upon which the program is built. A local committee is set up in the community to administer the program, usually through the initiative of the congregation. The committee is primarily composed of members of the congregation, although some effort is made to involve the community at large. The central office of the campaign contributes about $175 (Ethiopian) per year to each literacy school. This amount meets about half of their expenses. The local community must raise the remainder. The local committee is also responsible for the hiring, and firing when necessary, of the literacy teacher. The committee administers the funds and instructional materials and provides the general supervision for the school. Finally, the community committee is responsible for

the recruitment of students and the general promotion of the literacy program in the area. The supervisor from the Literacy Center provides only the needed professional supervision and guidance.

In short, if the local committee does not function, the literacy program cannot function. The YD program places the most responsibility on the local community of any literacy program that is in operation in Ethiopia.

The teachers for the YD programs are hired and trained locally. The teachers are often sixth or seventh grade graduates who have remained in the village. The YD personnel in Addis Ababa claim, however, that the most effective teachers are those who have just recently completed the literacy courses.

The wage rate for the literacy teachers is similar to that of the MOE, that is, a full time teacher receives $80 Ethiopian per month. Most teachers do not teach full time and the average wage for a teacher is reported to be around $50 Ethiopian. The annual expenditure of the central office for literacy programs varies from $200,000 to $240,000 Ethiopian. This is matched by another $200,000 Ethiopian by the local literacy committees. The program estimates that the direct dollar cost is about $6 (Ethiopian) per literate.*

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*No realistic comparison can be made with other programs, however, due to lack of comparable information.

The foreign missionary groups have traditionally been encouraged to work in areas of the country that are not served by the Ethiopian Orthodox Church. These areas are usually populated by non-Amhara peoples. Therefore, approximately 98% of all students in the YD programs are native speakers of some other language than Amharic. There is a problem, therefore, in the YD literacy program in that the students do not understand the language in which literacy skills are being taught. They must be taught the language as well as how to read and write it.

The materials used are fashioned in the pattern of the Laubach technique. The course runs for four months during which the student goes to classes daily. Of the 80% who finish the course and become literate at the "fourth grade level," it is estimated that 80% know the Amharic language "fair to poor," according to a preliminary YD evaluation. The follow-up materials must therefore be in very simple Amharic.

It is in the follow-up phase that most of the functional aspects of this program are contained. Follow-up materials are available on a variety of topics, including religion, health, agriculture, nutrition and personal finances. During the school year ending in June 1970, there were twice as many children enrolled in the literacy classes as adults. Because of this, there has to be a conscious effort to prevent the program from becoming just another

formal elementary school program. The program has to consciously try to keep the emphasis on literacy and basic education for adults.

In the year ending in June, 1970 there were a total of 54,858 students enrolled in the YD literacy classes. Of this number, adults made up almost 17,000 and children comprised the remaining 37-38,000. An even greater difference exists when the figures are presented in terms of the sex of the student. Of the total, 43,000 were male and only about 10,000 were female. In the last nine years, a total of 215,103 students have been enrolled in YD literacy classes. Of these, 163,758 have successfully completed the course to achieve literacy skills at the grade four level. However, it was reported that during the year ending June 1970, only 46 adults and 1,806 children completed the course to the grade four literacy level.

A full time evaluation officer was added to the central staff in 1970. Some preliminary studies have been completed. In certain areas where the literacy rate has risen from almost zero to over 25%, it is evident that the program has had a large effect.

The director of the program hopes that during the 1971-72 year, the statistics -- when finally collected -- will show an increase in the number of literacy classes from the 972 the previous year to about 1175.

Two problems have remained with this program as with almost all other literacy programs -- that is,

motivating adults to participate and then holding them in the classes once they enroll. There is a lesser problem in motivating children to enroll. Although the retention of children in the program is reported to be a problem in some areas, generally it is a lesser problem than with adults.

H. Ministry of National Community Development and Social Affairs (MNCD)

The village level workers of the community development program conduct literacy programs as a regular part of their programs. The Ministry has produced and printed its own instructional materials. A thorough investigation of these literacy programs was not conducted. However, from MNCD reports it would seem that the overall impact of this Ministry's literacy efforts is small. In 1969 there were 21 literacy centers being conducted by MNCD personnel. These centers had an enrollment of 2,195. In the 1970 report of the Ministry, it was stated that reports had been received from only five of the 14 provinces so that the statistics were not complete. The report estimated, however, that a total of 4,000 persons had received literacy training during the year.

There are slightly over 300 village level workers under the MNCD, all of whom are said to conduct literacy classes as a regular part of their programs. These workers are scattered throughout the country and an evaluation of their impact was not undertaken.

I. Military

The Territorial Army and other military organizations conduct literacy programs for their own personnel. These programs were not investigated and the size of this operation is not known. It is understood, however, that all illiterate soldiers are given at least the opportunity to become literate. The impact on the civilian work force is probably slight as the military in Ethiopia is a long term occupation and indications are that few of the trained personnel are funneled back into the civilian work force.

J. Private and Parastatal Organizations

Many private and parastatal organizations conduct literacy classes for their workers. Examples of these are the Imperial Highway Authority, the Wonji-Shoa Sugar Estate, the Ethiopian Electric Light and Power Authority, Telecommunications, etc. These organizations conduct classes to upgrade the overall performance of their employees. Programs are usually conducted at the expense of the organization itself. The motivation of the workers is usually high, as promotions and wage increases are often tied to becoming literate.

The impact of these programs on the overall problem of illiteracy in Ethiopia is small. The impact within their own organization, however, is often significant. It has been suggested in Ethiopia that the employers in the modern sector should be

required to conduct literacy programs for their employees. This if implemented would affect less than ten percent of the work force. Further, it is probable that this work force is the most literate group in Ethiopia to begin with.

V. CONCLUSIONS

Most literacy programs cite a lack of follow-up material as a major problem. If no follow-up materials are being effectively utilized, then the effects of the literacy program are most embodied in the program itself. This is especially true in the rural areas, where if the program itself does not provide reading materials, there will be none at all.

One can always point to a lack of follow-up materials as a problem and one should never be satisfied with the number or the quality of such materials. However, the problem is relative in the case of Ethiopia. Such materials do exist.

Among the considerable number of materials in Amharic presently available or which could easily be adapted for use as follow-up materials for literacy programs are:

1. Yemissrach Dimts has 30 titles that are secular in nature.
2. Agri-Service Ethiopia has a series, which it is expanding, dealing with agriculture and home economics.
3. A series of readers was printed in conjunction with the Fundamental Education Program in

the late 50's, some of which deal with health, agriculture, etc.

4. Basic readers from other countries could also be translated and adapted for the Amharic language.

The above is not to minimize the need for more materials in Amharic. It does indicate, however, that no new literate lapses into illiteracy because follow-up materials have not been written, but because the materials have not been put into his hands. The major problem seems to be one of an effective distribution system. Given follow-up reading material, there seems to be in operation at present only one organization which has an effective system for distributing books. This is the YD program that utilizes the various synods and churches as a distribution system.

The MOE and the YD literacy programs print periodic newspapers for neo-literates. Both cite the problem of new literates being very reluctant to purchase these papers. If they are distributed free, the people read them. If they must purchase the papers, the distribution is small. The MOE printed 25,000 copies of each issue of their paper when it was first initiated. The run on each issue has now been reduced to 6,000.

A recent survey by the YD organization showed that the rate of ownership of books was extremely low among literates -- in some areas, less than one per person. The rate of readership, however, was considerably higher. This indicates that there is a

considerable amount of lending and borrowing of books. The books that are in the hands of new literates seem to be well read.

The UNESCO/WAOLP has produced some follow-up materials that have been distributed through their field operations. However, their students are just getting to the stage where they can make use of these materials, and it was too early to assess their impact. In terms of the total problem, the coverage of the UNESCO program is very small.

There are a number of common problems and concerns faced by the combined and individual literacy programs in Ethiopia. Some of these are:

A. The language of instruction in all literacy programs is Amharic. This language often is not the first language of the students. Therefore the program must teach the language as well as literacy skills in that language. There has been some discussion of methods and measures to promote oracy in Amharic before literacy training is attempted. Research needs to be conducted to ascertain factors involved in this problem and how they can be handled.

There seemed to be no program in the country that treated the non-speakers of Amharic any differently than the native speakers. The general reaction was that there were no problems that necessitated a different approach or different materials. The only difference stated was that it took longer for non-speakers to become literate. The experience of programs in other parts of the globe would call this

assumption into question.

B. There are concerns related to the distribution of the age and sex of the participants of the various programs. Two to three times as many men are being enrolled in literacy programs as women. In at least one case, children are being enrolled in an adult literacy program in a much greater proportion than adults. Adult literacy programs are based partly on the premise that there is an immediate impact to be derived from educating adults. If the programs enroll children in disproportionate amounts, this premise is being defeated.

There is a great deal to be said for the education of women in terms of both their immediate and long range effects on development. In the long run, it is usually the women who have the most intimate effect upon the attitudes and values of children, for whom they have the primary responsibility. The mother has the first and probably the best opportunity to exert influence. If the mother holds traditional values, she will affect her children thusly. It will fall to other influences at a later time to exert modernizing influences. If the mother passes on modern attitudes and values, other development programs can start from there.

VI. NEEDED RESEARCH

Illiteracy rate estimates are usually based on data that are estimates in themselves. The exception

is the YD, which has fairly good data but only in a few isolated areas. It is possible to take the position that the literacy rate is so low that money spent to try to establish the rate with any degree of accuracy would be wasted. If, however, one is ever to establish the comparative benefits of various types of literacy campaigns, good base line data from the project areas are essential.

The effects of the literacy efforts in Ethiopia on development programs have not been demonstrated. There is a need for a comparative evaluation of the many programs, methods and materials that are being used in the Empire. There are many variables that should be considered for inclusion in any such comparative evaluation. Among some of these are:

A. *Objectives of the program.* There seem to be three levels of objectives in the various literacy programs:

1. The objective of the attainment of basic literacy skills -- reading and writing. This seems to have been the objective of the National Literacy Campaign Organization, and the present objective of the YMCA, EWWA, and other socially oriented organizations.

2. The objective of "Minimum Formation" or reading and writing plus the "basic education" skills of arithmetic, civics, health and other general information.

3. The objective of agricultura, industrial, home economics or other "work oriented" content. These programs include reading, writing, basic education, *plus* substantive content in some area related to the practical

needs of the students, such as agriculture, industry, or home economics, etc.

The above three objectives, along with the materials and procedures used by the programs pursuing those objectives, should be evaluated to determine (a) the optimum balance between various *sequences* of introduction of literacy skills and substantive content, (b) time required to achieve results in terms of both, and (c) costs in terms of physical and human resources. This evaluation is important for Ethiopia in light of the desire to move toward a system of mass non-formal education, the basic nature of the skills of literacy, and the urgency of need for work-oriented skills and knowledge.

B. *Organizational Patterns*

1. Some groups operate programs not closely connected with a larger effort. The classes of the YMCA, EWWA, YWCA, the private and parastatal firms, etc., are conducted by the individual organizations without impetus or large amounts of participation from a larger organization.

2. Some programs are more tightly controlled from a central office. Although the UNESCO/WOALP relies on a local representative and some participation by the local community, it is typified more by the amount of control the Addis Ababa office exercises over the program.

3. Both the MOE and the YD programs are typified by a central organization that only coordinates,

provides instructional materials, etc., but where the operationalization of the program takes place at a lower level. In the case of the MOE, it is through the Provincial Literacy Officer. In the case of the YD it is through the seven synods or church offices.

The Yemissrach Dimts places on the local community the responsibility to establish a "literacy committee." This committee provides facilities, hires and pays the literacy teachers and otherwise administers the program. The central office pays a flat sum per year per center and provides professional supervision. This model should be examined closely for its potential to facilitate the ultimate objective of providing mass education.

C. *Teaching Methods*

The two most widely used methods of teaching Amharic to adults in Ethiopia are the *"global" approach* and a modified *"Laubach" method*. The "work oriented" content can be incorporated into either method. It did not seem at the time of our visit that the experimental literacy program would establish which of the two basic methods is most effective and most efficient in teaching literacy skills to either Amharic or non-Amharic speakers. This is a crucial question for the future of the literacy effort in Ethiopia and needs to be resolved.

D. *Ministry*

There seem to be four basic sets of materials in use: those prepared by Yenissrach Dimts, the National

Literacy Campaign Organizations, the UNESCO Work Oriented Adult Literacy Project, and the Adult Education and Literacy Directorate of the Ministry of Education.

There is evidently great variability between these materials and the programs in which they are being used. The materials and the programs using them should be evaluated comparatively in terms of:

1. The cost of producing a literate adult.
2. The length of time required to reach the accepted level of competence in Amharic necessary to be considered literate in Ethiopia.
3. The drop-out rates.
4. The cost of producing materials.
5. The follow-up materials available.
6. The amount of auxiliary services required to conduct the program.
7. The competence required of the teacher.
8. The actual nature of the teacher, a school teacher, a student, a drop-out, etc.

E. *Functional and Work-Oriented Programs*

Several of the literacy programs in Ethiopia are "functional" or "work-oriented" programs. These programs could well be evaluated in terms of their effect on the adoption of innovations, and/or the new practices taught as part of the work content. Are these programs more effective in fostering change than extension programs by themselves? Is the combined effect of having both the literacy programs and the extension program in the same area worth the compounding of costs?

To use a specific program as an example, the UNESCO program in the Wallomo Soddo area could be evaluated by looking at four groups of people that are in that area:

1. Those who have received literacy training of the traditional variety.
2. Those who have participated in the UNESCO program but have not had the benefit of other extension services.
3. Those who have participated in the UNESCO program and have also had the benefit of participating in an extension program, such as the WADU, and
4. Those who have participated in a program such as WADU and have not participated in the UNESCO/ WOALP program.

A comparison of these four groups in terms of a range of socio-economic variables could reveal the effects of the UNESCO program as separate from those of the extension programs.

VII. GENERAL COMMENTS

As the illiteracy rates of the world decrease, the absolute number of illiterates is increasing. This is due to the fact that the population is growing at a faster rate than illiteracy is being decreased. The largest percentage and the largest absolute number of illiterates are in the older age groups. These groups are in the most urgent need of the knowledge and skills necessary to improve their productivity and the quality of their lives.

Throughout the years, one scheme after another

designed to eradicate world illiteracy has failed. No real inroads have been made into the absolute number of illiterates in the world. The most recent efforts in Work-Oriented Adult Literacy programs are presently being evaluated. Our observations in Ethiopia indicate that they too will be less than successful. Selective literacy programs have generally not been successful, and even given relative success are much too expensive for mass implementation.

Short of massive programs of universal formal elementary education, which the countries where the problem is most crucial cannot afford, there seems to be no indication that a solution to the problem of illiteracy is in sight.

Can adult and/or continuing education be made contingent on prior acquisition of literacy skills? If the answer were to be yes, an increasing number of adults throughout the world would be denied any form of education. In Ethiopia, upwards of 10 million adults would be denied education or would have to acquire literacy skills before being able to obtain education. The present UNESCO answer is to provide Work-Oriented Adult Literacy that combines literacy and work education. The fallacy here is that to conduct such a program, as it is conceived in Ethiopia, there must be literacy people *plus* extension personnel. Extension personnel are more limited in number than teachers. Ethiopia cannot afford mass programs of either, let alone both.

Further, dropout rates in these programs seem to be no lower than in conventional programs.

The answer to the question most assuredly must be that prior literacy skills must *not* be made a precondition to further education or for participation in other development programs. Means must be found to provide education for the illiterate. His education and participation in development programs must begin -- and proceed for some time, possibly indefinitely -- without the benefit of the skills of reading and writing.

It should be pointed out that much development work can be accomplished with an illiterate group. Although the work of CADU, WADU, Mini-Package and Community Development is made easier when literacy skills are present, the absence of these skills does not prevent the programs from functioning. The absence of literacy skills, however, does put a ceiling on the level of development. This level, however, is far from being reached in rural Ethiopia. The decision to proceed with literacy programs must be made in light of the possible benefits of alternate development investments.